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ABSTRACT

According to the General Accounting Office (GAO), at least 154 programs administered by 14 federal departments/agencies provide approximately $25 billion in annual employment training assistance. The GAO reviewed 62 of those programs in December 1993, and a U.S. Senate committee requested basic information about 88 of the programs in June 1994. After analyzing information collected during both reviews, the GAO remained convinced that a major structural overhaul of the current employment training system is needed. Although complete program performance data was found for some program, the performance data available for many others had significant gaps in such data categories as funding levels, number of participants service, participant characteristics, and outcomes achieved (including employment-related placements). The GAO, therefore, recommended that Congress begin to hold employment and training program administrators accountable for the performance of their programs. The GAO further recommended that program administrators be required to shift the emphasis of their data collection efforts from activities-based data to data about the jobs and wages participants obtained after receiving program services and that outcome data be linked to data on services provided and/or participants' demographic characteristics. (Appended are proposed FY94 funding levels for federal employment and training programs by agencies and a list of 11 related GAO products.) (MN)

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Testimony

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U.S. Senate

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MULTIPLE EMPLOYMENT TRAINING PROGRAMS

Basic Program Data Often Missing

Statement of Clarence C. Crawford, Associate Director
Education and Employment Issues
Health, Education, and Human Services Division

ED 375 251

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SUMMARY OF TESTIMONY BY CLARENCE C. CRAWFORD ON MULTIPLE EMPLOYMENT TRAINING PROGRAMS BASIC PROGRAM DATA OFTEN MISSING

By GAO's count, at least 154 programs administered by 14 federal departments and agencies provide about $25 billion in employment training assistance. To get the most from this investment, administrators should know how well their programs are working to help participants transition into the workforce.

LITTLE EFFORT TO MONITOR PERFORMANCE OR MEASURE IMPACT

When federal agencies lack information on program performance, it is uncertain how well their programs work or what, if any, results are achieved. Although federal agencies often monitored programs or performed oversight activities, only about one in three of those efforts included an assessment of participant outcomes. This means that agencies are unable to identify projects that are having performance success or those that may need help. Agencies also conducted few studies that would allow an assessment of whether their employment training assistance was really making a difference, or whether participants would have been likely to achieve the same outcomes without the program.

BASIC DATA OFTEN MISSING

Complete data gaps exist for some programs and significant gaps exist for many others. GAO found these gaps among the most basic data categories: (1) funding levels; (2) number of participants served; (3) participant characteristics; and (4) outcomes achieved, such as employment related placements. Even when agencies provided data, the data were sometimes estimated, old, or incomplete. Agencies appear unable to provide routine data on whom they serve, much less any data that they would need to track their programs' performance regarding participants' outcomes.

RELIABLE PERFORMANCE DATA ARE NEEDED

GAO remains convinced that a major structural overhaul of the current employment training system is needed. As the Congress considers changing the system, GAO believes it is essential that the new system hold administrators accountable for the performance of their programs. Clearly defined performance standards are the cornerstone of any strategy to ensure accountability. But current and reliable data are its lifeblood. Agencies need to begin collecting such data to ensure individual program and overall system accountability.

Mr. Chairman and Members of the Committee:

We are pleased to be here today to discuss our work related to multiple employment training programs and the need to ensure that program administrators are held accountable for program results. Each year the federal government invests billions of dollars in employment training assistance. To get the most from this investment, administrators should know how well their programs are working to help participants transition into the workforce.

Our testimony today focuses on the findings from two reviews of the information that agencies collect to track program results. We will summarize our report on program accountability completed for Senator Kassebaum in March 1994.[1] We will also present the results from our review of the data on 88 programs obtained by your Committee from the Departments of Education, Health and Human Services, and Labor.

In summary, our work showed that agencies lack the information they need to adequately track who is served or determine the results achieved by their programs. As we reported in March 1994, most agencies do not collect information on participant outcomes nor do they conduct studies of program effectiveness or impact. These are necessary to know whether their programs are providing assistance that helps participants get jobs or whether the participants would likely have found the same types of jobs without federal assistance. Further, our review of the data on the 88 programs that were provided to your Committee confirmed that agencies not only lacked information on participants outcomes, they often lacked such basic data as the number of participants served or their demographic characteristics.

CURRENT SYSTEM IS FRAGMENTED

The United States' ability to compete in the international marketplace depends to a great extent on the skills of its workers. Over the years, the federal government's commitment to enhancing workforce quality has been substantial. Our analysis of the President's proposed fiscal year 1994 budget identified at least 154 federal programs or funding streams that requested an estimated $25 billion for employment training assistance to out-of-school youth and adults. (See app. I for a list of the 154 programs and funding streams, including those used in our analyses.)

Most employment training programs are administered by three federal agencies. The Departments of Education, Health and Human Services, and Labor are responsible for more than two-thirds of the programs and about 90 percent of the proposed funding for 1994. However, some programs and funding streams are administered by

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[1]Multiple Employment Training Programs: Most Federal Agencies Do Not Know if Their Programs Are Working Effectively (GAO/HEHS-94-88, Mar. 2, 1994).

other departments or agencies that would not generally be expected to provide employment training assistance, such as the Departments of Agriculture (USDA) and Housing and Urban Development (HUD).

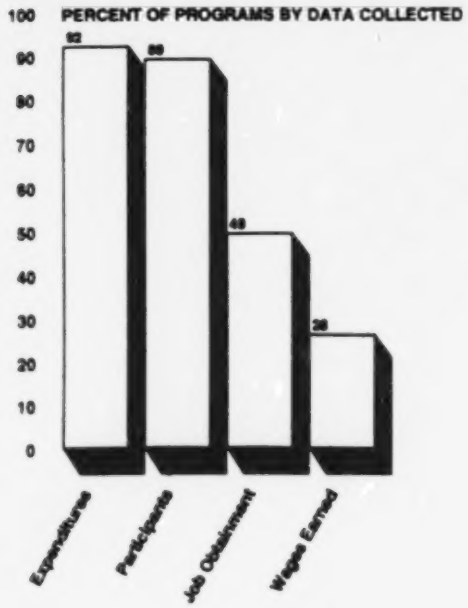
To ensure that programs get the most from the investment in them, program administrators must have information about their programs' performance and know whether the programs are helping participants. By tracking data on such basic items as funding, number served, participant characteristics, and participant outcomes, including the number completing training or the number placed in jobs, administrators can determine whether participants are being trained adequately to compete effectively in the job market.

REVIEW OF 62 PROGRAMS SHOWS LITTLE EFFORT TO MONITOR PERFORMANCE OR MEASURE IMPACT

To learn more about how federal agencies assess whether their employment training programs are working, at the request of Senator Kassebaum, we recently reviewed agency efforts to assess program results for 62 programs. Our review focused on three areas: (1) what data federal agencies collect on participant outcomes, (2) how federal agencies use oversight activities to monitor local program performance, and (3) what studies of program effectiveness or impact have been conducted in the last 10 years.

We found that federal agencies tend to focus their efforts on activities-based data, but only about one-half the programs collected data on what happened to participants after they received program services. As shown in figure 1, of the 62 programs analyzed, about 90 percent of the programs collected data on dollars spent and number of participants served. However, only 49 percent of these programs collected data on how many participants obtained jobs and only 26 percent collected data on wages earned.

Figure 1: Data Collected by 62 Programs



Even when outcome data were collected, many programs did not link their outcome data with data on services provided or participant demographic characteristics. Of the 49 percent that collected outcome data, about one-third did not link outcome data and services provided. As a result, administrators of these programs did not know which activities were more successful in helping participants obtain jobs, nor could they identify ways to improve the performance of their program. Such data allow program officials to determine whether their programs are more successful for some participants (for example, men) than others (for example, women). Officials can also determine whether there are disparities in who receives what types of training. For example, in our report on racial disparities in Job Training Partnership Act (JTPA) services, we reported that 34 percent of the projects in our analysis (67 of 199) had a disparity in at least one training mode--classroom training, on-the-job training, or job search assistance only--for at least one of the racial groups assessed.[2]

Program monitoring efforts also did not focus on program performance. While most of the programs had some form of monitoring or oversight activity, generally these efforts only concerned compliance with program requirements and procedures, such

[2]Job Training Partnership Act: Racial and Gender Disparities in Services (GAO/HRD-91-148, Sept. 20, 1991).

as compliance with Equal Employment Opportunity (EEO) regulations, or progress in providing agreed-upon services, such as providing classrooms for specific training activities. Of the 62 programs reviewed, 97 percent had some form of monitoring or oversight, but only 34 percent of the oversight efforts we identified included an assessment of participant outcomes.

While compliance with program requirements and financial integrity are important concerns, the lack of agency attention to program performance during oversight or monitoring visits results in agencies not being able to identify local projects that are having performance success or those that may need help. It also sends the wrong message to program administrators. Instead of being held accountable for their programs' performance, agencies' oversight efforts appear to be more concerned with procedures and regulations.

To determine whether employment training assistance is really making a difference or whether participants would most likely have achieved the same outcomes without the program, agencies should conduct studies that compare the outcomes achieved by program participants with the outcomes of similar nonparticipants. However, our analysis showed that few agencies had performed or sponsored such studies. Of the 62 programs reviewed, only 7 programs had been the subject of such a study during the last 10-year period ending December 1993.

REVIEW OF INFORMATION PROVIDED FOR 88 PROGRAMS SHOWED THAT BASIC DATA WERE OFTEN MISSING

In June 1994, your Committee sent a brief questionnaire to the Departments of Education, Health and Human Services, and Labor asking for some basic information on 88 programs.[3] The request asked for information on 10 data items[4] that covered four broad categories: (1) funding levels; (2) number served; (3) participant characteristics; and (4) the outcomes achieved, such as the number of employment-related placements. You then asked us to summarize

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[3]The 88 programs for which the Committee requested information represent about 90 percent of the funding budgeted in fiscal year 1994 for employment training assistance. Of the 88 programs, 36 were also included in our analysis of the 62 programs discussed above.

[4]The 10 data items were (1) funding allocations, (2) number served, (3) age (youth or adult), (4) gender (male or female), (5) economically disadvantaged status, (6) labor force status (employed, not employed, or not in labor force), (7) number that completed the program, (8) number placed in a job, (9) number of job placements that were training related, and (10) average placement wage.

their responses and report the results back in the context of our findings from our March 1994 report on accountability.

We believe that it is important to note here that our analysis of the 88 programs was limited to the information that the three agencies provided to the Committee. We did not independently verify the information that the agencies provided. Nor did we follow up on any program data that the Committee requested but that the agencies did not provide. We did note, however, based on our past work in the employment and training area, instances where agencies may have had data that were not provided to the Committee.

Nevertheless, our review showed that the data provided by the Departments of Education, Health and Human Services, and Labor on 53 programs[5] had significant gaps and was sometimes old or based on estimates rather than actual data. Thus confirming what we found in our earlier review, that agencies appear unable to provide routine data they would need to track their programs' performance.

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[5]We only looked at 53 of the 88 programs for which data were requested because 11 programs were either not funded for the year the Committee requested data, fiscal year 1993, or the programs started after 1993. In addition, for 24 of the programs--15 from Education, 6 from Labor, and 3 from Health and Human Services--no data were provided for any category.

For example, as shown in table 1, for the first category of data we reviewed--program funding--our analysis showed that 53 programs provided data on their funding allocations. Of the 53 that provided any data, 50 programs provided current funding data, while 3 programs provided older data-2 from fiscal year 1991 and 1 from fiscal year 1990.[6]

Table 1: Programs Providing Current Funding Allocation Data

Funding allocation	Number of programs
Requested	77
Less: Data not provided for any category	24
Data provided in at least one category	53
Less: Data not current	3
Current data provided	50

[6]The Committee also requested data on program expenditures. However, only 11 programs provided data on expenditures. The Department of Labor did not respond at all to this category, even though our past work would indicate that Labor does collect data on expenditures for at least some of its employment-training programs.

The second category of data that we reviewed concerned "number served." As shown in table 2, 52 programs provided data on the number served. However, 21 of those programs provided data that were estimated, not current, or incomplete. We found that 13 programs provided data based on estimates or projections, 12 programs used data from years before 1992, and 2 programs provided data that were incomplete. For example, one program provided data for only 5 of its 11 projects. Overall, as shown in the table, only 31 programs provided data that were current and complete.

Table 2: Programs Providing Current and Complete Data on Number Served

Number served	Number of programs
Requested	77
Less: Data not provided for any category	24
Data provided in at least one category	53
Less: Data not provided in this category	1
Data provided in at least one category	52
Less: Data estimated, not current, or not complete	21[a]
Current and complete data provided	31

[a]Some programs may have provided data that fit more than one category--estimated, not current, or not complete.

The third category of data items reviewed was demographic characteristics of participants. As shown in table 3, of the 53 programs that provided data in some categories, 8 programs did not provide information for any of the four items in this category. That left only 45 that provided data on one or more of the data items: age (youth or adult), gender (male or female), economically disadvantaged status (yes or no), or labor force status (employed, not employed, or not in the labor force). However, 42 programs did not provide data for all four items in this category. Thus, only 3 programs provided current and complete data for all four participant characteristics.

Table 3: Programs Providing Complete Data on Participant Characteristics

Participant characteristics	Number of programs
Requested	77
Less: Data not provided for any category	24
Data provided in at least one category	53
Less: Data not provided for any items in this category	8
Data provided on participant characteristics	45
Less: Data not provided for any item in this category	42[a]
Complete data provided	3

[a]Although not shown, most programs provided data that were estimated, not current, or not complete.

Further analysis of the 45 programs that provided some data on demographic characteristics showed that while only 4 of the 45 programs did not provide data on gender, 28 did not provide data on whether participants were economically disadvantaged[7] and 21 did not provide data on participant labor force status. Our analysis also showed that most of the 42 programs provided data based on

[7]Many programs not reporting whether participants were economically disadvantaged were under the Job Training Partnership Act (JTPA). We know from our past work, however, that the Department of Labor collects at least some data on the economic status of JTPA participants.

estimates or old information--information gathered before program year 1992.

The last category of data items reviewed was program outcomes. As shown in table 4, only 42 programs provided data on at least one of the four data items in this category: total number of participants that completed the program, number placed in a job, number of job placements that were training related, and average placement wage. However, 41 programs did not provide data for all of the four items in this category. In short, only 1 program provided complete data for all four of the outcome data items requested.

Table 4: Programs Providing Complete Data on Program Outcomes

Program outcomes	Number of programs
Requested	77
Less: Data not provided for any category	24
Data provided in at least one category	53
Less: Data not provided for any item in this category	11
Data provided on program outcomes	42
Less: Data not provided for any items in this category	41[a]
Complete data provided	1

[a]Although not shown, some programs also provided data that were estimated, not current, or not complete.

Further analysis of the 42 programs that provided some data on program outcomes showed that 39 provided some data on the number of participants placed in jobs; but only 9 provided data on whether participants were placed in training related jobs. Our analysis also showed several of the 41 programs reporting incomplete outcome data were using data either from studies that had been completed before 1992 or incomplete data.

The Committee also asked the agencies to provide data on any additional outcomes that they deemed appropriate. In all, 22 programs provided additional outcome data, including other job placement measures as well as nonemployment related measures. For example, 17 programs provided job retention data, ranging from 13

weeks to 26 weeks. Ten programs provided data about self-sufficiency, while 7 programs provided data related to increased earnings of individuals.

We also found that 14 programs provided data on nonemployment outcomes, including basic skills improvements or vocational skills enhancements. This included 11 responses for achieving either a high school or GED diploma, and 13 responses for some achieving some type of vocational education or related training. Eight programs provided other outcome data, such as youth retention rates in school.

Finally, Mr. Chairman, it is important to acknowledge that the Departments did offer several reasons for not providing data for some of their programs. First, they disagreed with the classification of some programs as providing employment training assistance. Second, they said that it was difficult to isolate information related to employment training assistance when the major focus of the programs was elsewhere or decentralized. Third, they said that some employment training programs were only a small part of a larger effort supported by states and localities.

Nevertheless, not one program in our analysis provided all 10 of the data items that your Committee requested.

CONCLUSIONS

To know whether the government is getting the most from its investment in employment training assistance, policymakers must have reliable information on program performance. Despite recent calls for better accountability, many of the programs in our analysis had difficulty providing current and complete data on participant outcomes as well as routine information on the number of participants served, their characteristics, or the number completing a program.

As the Congress contemplates changing the current employment training system, we believe it is essential that the new system hold program administrators accountable for the performance of their programs. Clearly defined performance standards are the cornerstone of any strategy to ensure accountability. But current reliable data are its lifeblood. Hopefully, efforts such as the recent Government Performance and Results Act[8] will require

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[8]The Congress recently passed the Government Performance and Results Act of 1993, which will require agencies to gather program performance data. Specifically, the act requires agencies to (1) have a strategic plan for program activities; (2) establish program performance goals that are objective, quantifiable, and measurable; and (3) submit an annual report on program performance to the President and the Congress.

agencies to begin collecting the kinds of data needed to ensure individual program and overall system accountability.

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Mr. Chairman, that concludes my prepared statement. At this time, I will be happy to answer any questions that you or other members of this Committee may have.

For more information on this testimony, please call Robert Rogers, Assistant Director, at (313) 256-8011. Other major contributors included Sarah Colson, Gary Galazin, Barbara Moroski-Browne, Cynthia Neal, David Porter and Lynda Racey.

FEDERAL EMPLOYMENT AND TRAINING PROGRAMS
PROPOSED FUNDING LEVELS BY AGENCY (FISCAL YEAR 1994)

Dollars in millions			
Agency and programs[a]	1994 funding[b]	Included in analysis of 62 programs[c]	Included in analysis of 88 programs[d]
All programs (154)	**Total: $24,837.7**		
Action - (3) programs	**Total: 100.9**		
Literacy Corps	5.3	X	
Foster Grandparent Program	66.4		
Senior Companion Program	29.2		
Department of Agriculture - (1) program	**Total: 162.7**		
Food Stamp Employment & Training	162.7	X	
Appalachian Regional Commission - (1) program	**Total: 11.2**		
Appalachian Vocational and Other Education Facilities and Operations	11.2	X	
Department of Commerce - (9) programs	**Total: 220.5**		
Minority Business Development Centers	24.4	X	
American Indian Program	1.9		
Economic Development-Grants for Public Works and Development	135.4	X	
Economic Development-Public Works Impact Program	*	X	
Economic Development-Support for Planning Organizations	24.8		
Economic Development-Technical Assistance	10.4		
Economic Development-State and Local Economic Development Planning	4.5	X	
Special Economic Development and Adjustment Assistance Program-Sudden and Severe Economic Dislocation and Long-Term Economic Deterioration	19.1	X	
Community Economic Adjustment	*	X	
Department of Defense - (2) programs	**Total: 72.8**		
Military Base Reuse Studies and Community Planning Assistance	6.0	X	
Transition Assistance Program	66.8	X	
Department of Education - (60) programs	**Total: 13,031.4**		
Even Start-State Educational Agencies	88.8	X	
Even Start-Migrant Education	2.7	X	
Women's Educational Equity	2.0	X	

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APPENDIX I

Dollars in millions			
Agency and programs[a]	1994 funding[b]	Included in analysis of 62 programs[c]	Included in analysis of 88 programs[d]
Indian Education-Adult Education	4.9		
Migrant Education-High School Equivalency Program	8.1		
Migrant Education-College Assistance Migrant Program	2.3		
School Dropout Demonstration Assistance	37.7		
Adult Education-State Administered Basic Grant Program	261.5		X
Adult Education for the Homeless	10.0	X	X
National Adult Education Discretionary Program	9.3		X
Vocational Education-Demonstration Projects for the Integration of Vocational and Academic Learning	[e]		X
Vocational Education-Educational Programs for Federal Correctional Institutions	[e]		X
Vocational Education-Comprehensive Career Guidance and Counseling	[e]		X
Vocational Education-Blue Ribbon Vocational Educational Programs	[e]		X
Vocational Education-Model Programs for Regional Training for Skilled Trades	[e]		X
Vocational Education-Business/Education/Labor Partnerships	[e]		X
Vocational Education-Tribally Controlled Postsecondary Vocational Institutions	2.9		X
Vocational Education-Tribal Economic Development	[e]		X
Vocational Education-Basic State Programs	717.5		X
Vocational Education-State Programs and Activities	81.3	X	
Vocational Education-Single Parents, Displaced Homemakers, and Single Pregnant Women	69.4	X	X
Vocational Education for Sex Equity	31.1	X	X
Vocational Education-Programs for Criminal Offenders	9.6	X	X
Vocational Education-Cooperative Demonstration	[e]	X	X
Vocational Education-Indian and Hawaiian Natives	15.1		X
Vocational Education-Opportunities for Indians and Alaskan Natives	[e]		X
Vocational Education-Community Based Organizations	11.8	X	X

Dollars in millions			
Agency and programs[a]	1994 funding[b]	Included in analysis of 62 programs[c]	Included in analysis of 88 programs[d]
Vocational Education-Bilingual Vocational Training	0.0		X
Vocational Education-Demonstration Centers for the Training of Dislocated Workers	[g]		X
Vocational Education-Consumer and Homemaking Education	0.0		X
Vocational Education-TechPrep Education	104.1		X
National Workplace Literacy Program	22.0		X
English Literacy Program	0.0		X
Literacy for Incarcerated Adults	5.1		X
National Center for Deaf-Blind Youth and Adults	6.7		X
State Literacy Resource Centers	7.9		
Student Literacy Corps	6.1	X	
Federal Pell Grant Program [h]	2,846.9	X	X
Guaranteed Student Loans [h]	5,889.0	X	X
Federal Supplemental Education Opportunity Grants [h]	125.0	X	X
Upward Bound	160.5	X	X
Talent Search	67.0	X	X
Federal Work Study Program [h]	89.6	X	X
Federal Perkins Loan Program-Federal Capital Contributions [h]	13.0	X	X
Grants to States for State Student Incentives	0.0	X	X
Educational Opportunity Centers	23.3	X	X
Higher Education-Veterans Education Outreach Program	3.1		X
Student Support Services	110.3	X	X
Postsecondary Education Programs for Persons with Disabilities	8.8		X
Rehabilitation Services Basic Support-Grants to States	1,933.4		X
Rehabilitation Services Basic Support-Grants for Indians	6.4		X
Rehabilitation Services Service Projects-Handicapped Migratory and Seasonal Farm Workers	1.2		X
Rehabilitation Services Service Projects-Special Projects and Demonstrations for Providing Vocational Rehabilitation Services to Individuals With Severe Disabilities	19.9		X

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Dollars in millions			
Agency and programs[a]	1994 funding[b]	Included in analysis of 62 programs[c]	Included in analysis of 88 programs[d]
Rehabilitation Services Service Projects-Supported Employment	10.6		X
Projects With Industry Programs	21.6		X
Supported Employment Services for Individuals with Severe Handicaps	33.1		X
Comprehensive Services for Independent Living	15.8		
Library Literacy	0.0	X	
School to Work[i]	135.0		X
Public Library Services	[g]		
Department of Health and Human Services - (14) programs	**Total: 2,203.5**		
Job Opportunities and Basic Skills Program	825.0	X	X
Community Services Block Grant	352.7	X	X
Community Services Block Grant-Discretionary Award	39.7	X	X
Community Services Block Grant Discretionary Awards-Demonstration Partnership	4.4	X	X
Refugee and Entrant Assistance-Discretionary Grants	12.6		X
Refugee and Entrant Assistance-State Administered Programs	84.4		X
Refugee and Entrant Assistance-Voluntary Agency Programs	39.9		X
Community Demonstration Grant Projects for Alcohol and Drug Abuse Treatment of Homeless Individuals	[g]		
Family Support Centers Demonstration Program	6.9		X
State Legalization Impact Assistance Grants	809.9		X
Transitional Living for Runaway and Homeless Youth	11.8		
Independent Living	16.2		
Scholarships for Health Professions Students From Disadvantaged Backgrounds	[g]		
Health Careers Opportunity Program	[g]	X	
Department of Housing and Urban Development - (4) programs	**Total: 303.4**		
Emergency Shelter Grants Program	51.4		
Supportive Housing Demonstration Program	164.0		
Youthbuild[j]	88.0		

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Dollars in millions			
Agency and programs[a]	1994 funding[b]	Included in analysis of 62 programs[c]	Included in analysis of 88 programs[d]
Family Self-Sufficiency Program	[k]	X	
Department of the Interior - (2) programs	**Total: 20.9**		
Indian Employment Assistance	16.9	X	
Indian Grants-Economic Development	4.0		
Department of Labor - (36) programs	**Total: 7,141.5[l]**		
JTPA IIA Training Services for the Disadvantaged-Adult	793.1	X	X
JTPA IIA State Education Programs	82.4	X	X
JTPA IIA Incentive Grants	51.5	X	X
JTPA IIA Training Programs for Older Individuals	51.5	X	X
JTPA IIC Disadvantaged Youth	563.1		X
JTPA IIC Disadvantaged Youth-Incentive Grants	34.3		X
JTPA IIC Disadvantaged Youth-State Education Programs	54.9		X
JTPA IIB Training Services for the Disadvantaged-Summer Youth Employment and Training Program (Regular)	1,688.8	X	X
JTPA IIB Summer Youth Employment and Training Program (Native American)	[m]	X	X
JTPA EDWAA-Dislocated Workers (Substate Allotment)[n]	229.5		X
JTPA EDWAA-Dislocated Workers (Governor's Discretionary)[n]	229.5		X
JTPA EDWAA-Dislocated Workers (Secretary's Discretionary)[n]	114.7		X
JTPA Defense Conversion Adjustment Program	[n]		X
JTPA Defense Diversification	[o]		X
JTPA Clean Air Employment Transition Assistance	[p]		X
JTPA-Migrant and Seasonal Farmworkers	78.3	X	X
JTPA-Employment and Training Research and Development Projects	11.2		X
JTPA Employment Services and Job Training-Pilot and Demonstration Programs	35.1	X	X
JTPA-Native American Employment and Training Programs	61.9	X	X
JTPA Job Corps	1,153.7	X	X
Federal Bonding Program	0.2	X	
Senior Community Service Employment Program	421.1	X	X

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Dollars in millions			
Agency and programs[a]	1994 funding[b]	Included in analysis of 62 programs[c]	Included in analysis of 88 programs[d]
Apprenticeship Training	17.2		
Trade Adjustment Assistance-Workers	215.0	X	X
Targeted Jobs Tax Credit	19.2	X	
Employment Service-Wagner Peyser State Grants (7a)	734.8	X	X
Employment Service-Wagner Peyser Governor's Discretionary Funds (7b)	81.6	X	X
Labor Certification for Alien Workers	58.6		
Interstate Job Bank	1.9		X
Youth Fair Chance[g]	25.0		X
One-Stop Career Centers[g]	150.0		X
Veterans Employment Program	9.0		X
Disabled Veterans Outreach Program	84.0	X	X
Local Veterans Employment Representative Program	77.9		X
Homeless Veterans Reintegration Project[f]	[g]		X
Job Training for the Homeless Demonstration Project	12.5	X	X
Office of Personnel Management - (1) program	**Total:[e]**		
Federal Employment for Disadvantaged Youth-Summer	[e]	X	
Small Business Administration - (8) programs	**Total: 157.4**		
Management and Technical Assistance for Socially and Economically Disadvantaged Businesses	[g].1		
Small Business Development Center	67.0		
Women's Business Ownership Assistance	1.5		
Veteran Entrepreneurial Training and Counseling	0.4		
Service Corps of Retired Executives Association	3.1		
Business Development Assistance to Small Business	20.9	X	
Procurement Assistance to Small Business	33.7		
Minority Business Development	22.7	X	
Department of Transportation - (1) program	**Total: 1.5**		
Human Resource Programs	1.5		

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Dollars in millions			
Agency and programs[a]	1994 funding[b]	Included in analysis of 62 programs[c]	Included in analysis of 88 programs[d]
Department of Veterans Affairs - (12) programs	**Total: 1,410.0**		
All-Volunteer Force Educational Assistance	895.1		
Selected Reserve Educational Assistance Program	[e]		
Survivors and Dependents Educational Assistance	109.1		
Vocational Rehabilitation for Disabled Veterans	245.1		
Post-Vietnam Era Veterans Educational Assistance	42.4		
Hostage Relief Act Program	[u]		
Vocational Training for Certain Veterans Receiving VA Pensions	[g]	X	
Vocational and Educational Counseling for Servicemembers and Veterans	[v]		
Service Members Occupational Conversion and Training	64.5		
Health Care for Homeless Veterans	28.3		
Domiciliary Care for Homeless Veterans	23.4		
Housing and Urban Development/Veterans Affairs-Supported Housing	2.1		

[a]Programs identified are federally funded and provide for (1) assisting the unemployed, (2) creating employment, and (3) enhancing employability. The programs provide services to out-of-school youth and adults not enrolled in advanced-degree programs.

[b]The proposed fiscal year 1994 funding amounts shown in appendix 1 are based primarily on the President's proposed budget, dated April 8, 1993. In those instances, when agency officials were able to provide us an estimate of the proportion of the proposed budget that was used to provide assistance to adults and out-of-school youth, the amount shown has been adjusted. However, in other instances, when the portions of funds used for adults and out-of-school youth could not be determined, the amount is shown for the entire program.

[c]Programs included in analysis were those identified as providing some assistance to the economically disadvantaged.

[d]The 88 programs for which the Committee requested information represent about 90 percent of the funding budgeted in fiscal year 1994 for employment training assistance. Of the 88 programs, 36 were also included in our analysis of the 62 programs.

[e]Economic Development-Public Works Impact: program funds included in Grants for Public Works and Development Facilities.

[f]Community Economic Adjustment: funds allocated in 1993 are used to support programs in out years until funding is depleted.

[g]Data not available at this time.

[h]Education loan program: amounts shown are estimates of loans for associate and nondegree programs, when possible to differentiate.

[i]School to Work: program proposed for fiscal year 1994. Funded at $270.0 million, split evenly between the Departments of Education and Labor. Department of Education funding is from Carl Perkins Act: $15 million from National Programs-Research and Development and $120 million from Cooperative Demonstrations Program. Department of Labor funding is from the Job Training Partnership Act (JTPA).

[j]Youthbuild: program proposed for fiscal year 1994.

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[k]Family Self-Sufficiency Program: job training, education, and support services are paid for by other programs, such as Job Opportunities and Basic Skills Training (JOBS) and JTPA. Federal funds may be used to cover local administrative costs. For fiscal year 1993, appropriations for operating subsidies permit the payment of $25.9 million to cover the administrative costs of operating the Family Self-Sufficiency program.

[l]JTPA IIB Summer Youth Employment and Training Program (Native American): funding included in JTPA IIB (Regular) program total.

[m]The actual funding for the JTPA Title III EDWAA program was increased significantly from the budget request dated April 8, 1993. The proposed funding for substate areas of $229.5 million was increased to $537 million. The proposed funding for the EDWAA Governor's Discretionary Fund was also $229.5 million, but was increased to $357 million. Similarly, the Secretary's Discretionary funds were increased from $114.7 million to $223 million.

[n]JTPA Defense Conversion Adjustment Program: funds allocated in 1991 used to support programs in out years until funding is depleted.

[o]JTPA Defense Diversification: funds allocated in 1993 used to support programs in out years until funding is depleted.

[p]JTPA Clean Air Employment Transition Assistance: no funds were appropriated for the Clean Air Act in fiscal year 1994.

[q]New program in 1994.

[r]The Homeless Veterans Reintegration Project was inadvertently omitted from our analysis of programs serving the economically disadvantaged.

[s]Federal Employment for Disadvantaged Youth-Summer: program coordinated by Office of Personnel Management, but carried out by numerous federal agencies. Obligations devoted to administration not separately identifiable.

[t]Selected Reserve Educational Assistance Program: funding included in All-Volunteer Force Educational Assistance total.

[u]Hostage Relief Act Program: replaced by the Omnibus Diplomatic Security and Anti-Terrorist Act of 1986. No program funding used in any year, but available.

[v]Vocational and Educational Counseling for Servicemembers and Veterans: program funds included in other veterans programs, such as the All-Volunteer Force Educational Assistance Program.

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The Job Training Partnership Act: Potential for Program Improvements but National Job Training Strategy Needed (GAO/T-HRD-93-18, April 29, 1993).

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